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AN ANALYSIS OF THE ELLIOT TWINS-AUGUSTANA HOME DEMONSTRATION

A Report to the MPHA Commissioners

by

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PURPOSE AND SCOPE

This report was initiated in order to expand the discussion and to analyze particular aspects of the Elliot Twins-Augustana Home Demonstration. It was also conceived as a way to help frame issues surrounding this demonstration and perhaps future demonstrations.

The report is broken down into five sections: I. History/Context; II. Cost Analysis; III. Other Complicating Economic Considerations; IV. Qualitative Considerations; and V. Conclusions/Lessons Learned.

EXECUTIVE SUMMARY

The Elliot Twins-Augustana Home Demonstration was conceived in late 1984 and 1985 as an alternative management approach for providing housing services to lower-income elderly in two public housing high rise buildings in the Elliot Park neighborhood. Augustana Home, a private church-affiliated organization, signed a contract in November of 1985 to provide management, maintenance, and security services to Elliot Twins for two years. At the time this contract was signed, serious problems existed at Elliot Twins with vacancy rates, maintenance, security, isolation among residents, and overall image.

The cost analysis findings show that the Augustana Home contract is somewhat more expensive than under the basic MPHA system of management. Under the revised 1987 Augustana contract, the demonstration costs approximately \$10,000 more per year than under a standard MPHA management system.

Other economic considerations must also be taken into account. Vacancy rates have dropped to a full occupancy rate of 3 percent or better at Elliot Twins. Overall, vacancy rates have also dropped to full occupancy rates or better for all MPHA high rises for the elderly and near full occupancy for "problem buildings" reviewed. Elliot Twins' housing unit turnover rate is comparable to the all-MPHA rate. Other problem buildings reviewed are showing a deteriorating turnover rate; if the present pattern continues it will represent avoided costs for Elliot Twins in comparison with other problem buildings. Elliot Twins shows no evictions or lease terminations over the past two years while MPHA averaged 3-3.5 overall for the same number of units represented at Elliot Twins. There are also implied administrative costs to MPHA for development and monitoring the Augustana Home Demonstration. The favorable Elliot Twins eviction/lease termination rates represent significant avoided costs; the demonstration also represents additional administrative costs for MPHA for development and monitoring of the contract.

In the area of qualitative considerations, it is evident that the Augustana Home manager at Elliot Twins has effectively: developed resident participation; fostered a strong sense of community and ownership among residents; helped create close ties and a positive image within the neighborhood; and provided or leveraged a high level of social services.

It would appear that cost and economic analyses alone do not provide clear direction on policy concerning this demonstration. The cost analysis shows moderate additional costs over standard operating procedure. The question remains on balance as to how much the established neighborhood support, sense of community within buildings, and service delivery system are worth. Also, many policy questions remain concerning the future role and purpose of demonstrations and experiments in the MCDA system.

I. HISTORY/CONTEXT

By the early 1980s, it was becoming apparent that there were serious problems in public housing for the elderly in Minneapolis. High vacancy rates were an important symptom. A significant increase in vacancy rates began in 1983 and was especially pronounced by 1984. The Minneapolis Community Development Agency (MCDA) elderly vacancy rate was over 10 percent by 1984. The "Minneapolis Task Force on Public Housing Report," published in October 1984, compared Minneapolis public housing vacancy statistics with several other cities of similar size and found that all the other cities had much lower vacancy rates with the exception of Boston and their public housing authority was in receivership at the time (Task Force Report, p. 69).

A number of contributing factors have been posed for the high vacancy rates in elderly housing in Minneapolis including the following:

- o The first generation of elderly who moved in when MCDA buildings for the elderly were first built have aged, died, or become too frail to continue living independently (from interviews with Minneapolis Public Housing Agency* (MPHA) staff and Councilmember Coyle).
- o The second generation of elderly was not readily filling in behind the first generation because of real or perceived image problems with public housing, other subsidized (especially Section 8) or non-subsidized housing options, and a somewhat declining elderly population, in absolute numbers (Earl Craig Company, "Know Your Market," August 1984, pp. 3-12; interviews with MPHA staff and Councilmember Coyle).
- o An excess of units was brought on by overbuilding of housing for the elderly in Minneapolis.
- o Management problems within MCDA in the areas of maintenance, tenant relations, finance and intergovernmental relations were frequently

* The Minneapolis Public Housing Authority (MPHA) was established June 1, 1986. MPHA has an independent board; it is also required to contract with MCDA for staff and management services. After the "History" section of this analysis, "MPHA" will generally be substituted for MCDA, unless it is appropriate to reference MCDA specifically.

cited as a significant factor (Task Force Report, pp. 7-116; interviews with residents and MPHA staff).

The point here is not to try to prioritize contributing factors or lay blame for the situation but simply to establish a context for the Elliot Twins demonstration.

The Elliot Twins, located at 1212 S. 9th and 1225 S. 8th Streets, are two high rises for the elderly which experienced very high vacancy rates during the 1983-85 period. The buildings, containing 174 units, had vacancy rates from 20-25 percent through 1984 and most of 1985. The Minneapolis Task Force Report listed the eleven highest vacancy buildings for 1984; Elliot Twins was listed third highest with a 23 percent vacancy rate. This was a dramatic change from a 1979-1981 average vacancy rate of 4.7 percent at Elliot Twins (Appendix C2 of the Task Force Report). Vacancy rates for all MCDA housing for the elderly had climbed to an average of just over 10 percent in 1984 and stayed at this level through the early part of 1985 until remedial actions were taken.

In a series of interviews, residents who lived at Elliot Twins during this 1983-85 period reported the following problems along with the high vacancy rates: a high volume of maintenance and cleaning complaints with slow response time; a sense of isolation among residents; serious security problems, both real and perceived; and a void in social and nursing services. Elliot Twins was recognized as one of ten or eleven sites having serious problems with vacancy rates and social/housing conditions.

By early 1985, the overall MCDA vacancy rate for housing for the elderly was still lingering at 10-11 percent. This was completely unacceptable since full-occupancy (97 percent) is the expected standard within MCDA and Housing and Urban Development (HUD). The continued high vacancy rates and worsening problems with housing conditions prompted action. MCDA went through

restructuring in early 1985 and vowed to lower vacancy rates, dramatically speed up turnover time on repairs, and increase the level and quality of social services. (See Attachment A for a discussion of the introduction of a non-elderly, non-handicapped population into housing for the elderly as well as expansion of the definition of the handicapped/disabled classification, both of which had an important impact on lowering MCDA vacancy rates).

According to Councilmember Brian Coyle (who represents the Elliot Park neighborhood), discussions took place about a possible demonstration project at Elliot Twins beginning as early as Spring of 1984. Momentum for the idea built with the published findings of the Task Force on Public Housing, increased neighborhood involvement, and the apparent chronic nature of problems at Elliot Twins. It is interesting to note that one of the general recommendations coming from the Task Force Report in the area of improving vacancy rates was to "explore the possibility of contracting with a private manager to operate, on an experimental basis, high rises with vacancy problems" (Task Force Report, p. 146). The Earl Craig report also gave private management as one of four alternative recommendations for potentially lowering vacancy rates in high vacancy buildings. It suggests that MCDA "experiment with private management of such buildings (explicitly tying the payments schedules to the occupancy rates as well as service and building operation)" (Craig Company report, p. 15).

Actual negotiations for the Elliot Twins demonstration took place over at least six months in early to mid-1985. MCDA, Senior Citizens Centers (now "Senior Resources" and funded by Hennepin County to provide social services to the elderly), Augustana Home, and Councilmember Coyle were all involved. Developing quality social services, improving security and maintenance, lowering vacancy rates, creating a "human scale," and building a strong sense

of community were key goals identified through a process of resident focus groups and community meetings.

Augustana Home was seen as a logical private contractor since they were already in the neighborhood providing property management and nursing home services for the elderly. They were also skilled in social service delivery and had an interest in providing services for low and moderate income populations.

It is important to note that when a contract for services was finally drawn up, there was a great deal of enthusiasm for the potential of this demonstration. James Heltzer, Executive Director of MCDA, said he was "committed to making a successful project of Elliot Twins." Karen Clark, state legislator, said that "if this proves to be a creative public housing model, the state could be approached for funding." Stan Breen, a private consultant from North State Advisors, said "This can be a model in private management of public housing."

A two-year contract was drawn up and put into effect in November of 1985. Augustana Home was to provide management, routine maintenance, and security. MCDA would continue to provide major repairs and over-sight functions. In the beginning there was some confusion over policy on waiting lists and wage scales. It was determined that Augustana Home would use the same waiting list and rental policy requirements as MCDA. HUD provided a wage scale for this demonstration which was lower than that used by MCDA, a copy of which was attached to the Augustana contract.

II. COST ANALYSIS

This section provides a cost analysis which compares operating costs for Elliot Twins under the Augustana Home contract with operating costs if MPHA were to assume complete management responsibility for Elliot Twins and provide services at a level and in a manner currently provided in other MPHA buildings for the elderly (see Attachment B for an overview of the two different management structures).

MPHA staff provided the cost information which was used in the MPHA portion of this analysis. The author has chosen to use mid-range salary levels for all MPHA employees included in the analysis. Information on the Augustana Home contract costs was obtained through manager John Stumme and MPHA records.

COMPARATIVE COST ANALYSIS

<u>1986-87 Augustana Contract</u>	<u>Revised 1987 Augustana Contract¹</u>	<u>Costs Under Basic MPHA Management</u>
<u>Management</u>	<u>Management</u>	<u>Management²</u>
Salaries	Salaries	Salaries
Apt. mgr. \$23,100	Apt. mgr. \$23,100	Section superv. (partial) \$3,597
Fringe (17%) 3,927	Fringe (17%) 3,927	Comm. serv. spec. (partial) 3,325
Central Mgmt. ³ 8,000	Central Mgmt. ³ 3,383	Fringe (23.85%) 1,651
Fringe (17%) ³ 1,360	Fringe (17%) ³ 693	
Misc. ³ 5,000	Misc. ³ 5,000	
\$41,387	\$36,103	\$8,573
<u>Routine Maintenance⁴</u>	<u>Routine Maintenance</u>	<u>Routine Maintenance⁵</u>
Salaries	Salaries	Salaries
1-Maint. and 3.2 Cust. \$65,500	.875 Maint. and 2.55 Cust. \$ 52,092	Res. care. (2) \$37,940
Fringe (17%) 11,135	Fringe (17%) 8,401	Serv.wkr.(part) 1,316
Sup./repairs 12,000	Sup./repairs 12,000	Fringe (22.5%) 8,833
\$88,635	\$72,493	Sup./repairs 12,000
		\$60,089
<u>Security</u> \$2,400	-0-	\$21,082 ⁶
TOTAL \$132,422	TOTAL \$108,596	TOTAL \$89,744
Items not included in MPHA cost esti- mate: (14,360)	Items not included in MPHA cost esti- mate: (9,076)	
REVISED TOTAL \$118,062	REVISED TOTAL \$ 99,520	

NOTE: Social services and nursing services are provided by Senior Resources, Rehab Specialists, and Metropolitan Medical Center at no additional cost (for both Elliot Twins and all MPHA buildings for the elderly).

¹The revised contract reflects a revised 1987 budget and represents an annual reduction of \$25,000.

²The MPHA management component is made up of three teams for all elderly. Each team consists of a section supervisor and a community services specialist. Each team currently covers approximately 1,656 units. The section supervisor salary range is \$28,428-\$40,032 with a middle range of \$34,230. The community services specialist salary range is \$26,268-\$37,020

with a middle range of \$31,644. Therefore, $\$34,230/1656 = \$20.67/\text{unit} \times 174 = \$3,597$ and $\$31,644/1,656 = \$19.11/\text{unit} \times 174 = \$3,325$.

³The central management and miscellaneous categories built into the Augustana contract are expense items not represented in the MPHA cost analysis. MPHA certainly has costs in these categories but it would be extremely difficult to accurately ascertain these MPHA costs. It seems appropriate for these expenses to be credited to the Augustana cost sheet. This total amount is thus subtracted from the Augustana contract amounts.

⁴See Attachment B for staffing patterns.

⁵Under the current MPHA system there is one resident caretaker per building. They make between \$7.12-\$11.12/hr. The middle range is \$9.12. $\$9.12 \times 40 \times 52 = \$18,970 \times 2 = \$37,940$. There are ten floating service workers throughout the MPHA system, seven others are assigned to specific buildings. The ten that float provide the most time at larger buildings where resident caretakers especially need help. Smaller buildings tend to get less service worker support; it was estimated that each Elliot Twins building would get approximately ten hours of service worker time per month, $10 \times \$10.97 \text{ hr} \times 12 = \$1,316$.

⁶It has been estimated by MPHA staff that Elliot Twins would get one eight hour shift per day of Pinkerton Guard Service. The current hourly rate is \$7.22, therefore, $\$7.22 \times 8 \times 365 = \$21,082$.

III. OTHER ECONOMIC CONSIDERATIONS

This section reports findings on other complicating economic factors: eviction and lease termination rates; administrative costs for developing and monitoring the Augustana Home contract; vacancy rates; and turnover rates. It was originally hoped that each of these four items could have specific costs attached. Informational and time constraints hampered this expectation.

Eviction/lease termination rates. MPHA provided records covering lease terminations for-cause and evictions for non-payment. According to Kathy Urbaniak (administrative assistant to the Public Housing Director), lease terminations result from a variety of lease violations such as disruptive behavior, while evictions result simply from not paying rent.

There were no separate records kept for Elliot Twins in 1985. For purposes of comparison, we begin with 1986.

1986 All MPHA elderly: 52 lease terminations for cause
 52 evictions for nonpayment of rent

(104/4,967 units = .02 per unit). Applying this overall MPHA rate, Elliot Twins would have $.02 \times 174 = 3.48$ lease terminations or evictions for 1986.

Elliot Twins: 0 lease terminations for cause
 0 evictions for nonpayment of rent

1987 (to date) MPHA elderly: 30 lease terminations for cause
 20 evictions for nonpayment of rent

(Annualized at this rate Elliot Twins would be expected to have approximately 3.0 lease terminations or evictions in 1987).

Elliot Twins: 0 lease terminations for cause
 0 evictions for nonpayment of rent

There are no known MPHA reports which attach costs per eviction or lease termination. According to Kathy Urbaniak, more staff time is generally spent on lease terminations than for evictions. She reported that it is not uncommon for 100 hours of staff time to be spent on an individual case. From

the above two-year comparative record, it could be said that Elliot Twins is avoiding the costs of 3-3.5 evictions or lease terminations per year. This represents as much as 300-350 hours of MPHA staff time per year.

Annual administrative costs implied for developing and monitoring the Augustana Home contract. MPHA staff were asked to log time spent on this project and, according to MPHA fiscal reports supplied by Sam Powers (MPHA budget analyst), this amount came to \$6,131 for 1986. The benefit package of 23.85 percent must be multiplied times this amount also; this comes to an additional \$1,462. Therefore, Augustana contract development and monitoring costs for 1986 totaled \$7,593. (Totals for 1987 were inconclusive and are therefore not used here.)

Vacancy rates. Elliot Twins shows much lower vacancy rates from 1985. The rates show a stabilized pattern over the past twelve months with an average vacancy rate at or slightly better than the "full" occupancy rate of 97 percent. The vacancy rates for other "problem buildings" and all MPHA elderly have also dropped significantly; these rates have been stable near or below the full occupancy rate of 97 percent for all MPHA elderly and slightly above 3 percent for the problem buildings examined. It is noteworthy that vacancy rates at Elliot Twins were effectively lowered to current levels without use of the new singles category put into effect in 1985 (see Attachment A). The current Elliot Twins non-elderly handicapped/disabled population is approximately 30 percent of its total units; this is consistent with all-elderly handicapped/disabled reported at 25-30 percent at the time of this report. To conclude, these vacancy rate findings demonstrate no notable cost savings on either side since rates went down to around 3 percent for other problem buildings, all MPHA elderly, and Elliot Twins.

Turnover rates. The bar graph in Attachment C (Graph 3) illustrates turnover rates over time for Elliot Twins, MPHA all-elderly, and four other

elderly sites. These other four sites were on the list of the eleven highest vacancy buildings in 1984 (see Attachment D); 2-26 had significantly higher rates than Elliot Twins while the other three had vacancy rates below Elliot Twins. The findings for turnover rates are:

	Four Problem Sites (average turnover rate)	<u>Elliot Twins</u>	<u>All Elderly</u>
1985	18.77	13.22	14.20
1986	22.35	17.80	15.90
1987 (annualized)	28.10	17.23	16.60

When compared with these other four problem buildings, the data show that Elliot Twins has maintained consistently lower turnover rates, but it also began the demonstration with lower turnover rates. The differential between Elliot Twins and the other four buildings is widening markedly in 1987. The results are inconclusive, but if this pattern continues Elliot Twins will demonstrate avoided costs for its better showing in the turnover rate category when compared to other problem buildings.

In comparison with MPHA all elderly, Elliot Twins has a slightly lower rate in 1985 and a slightly higher rate in 1986 and 1987. This data doesn't seem to provide much insight except to say that the two are tracking closing together.

IV. QUALITATIVE CONSIDERATIONS

This section discusses some distinguishing features of the demonstration which are non-quantifiable and qualitative in nature.

An on-site manager has the potential to make a marked difference in tenant relations, service delivery and building of community compared to the off-site manager, especially an off-site manager handling a number of buildings. The on-site manager can more readily avert crisis and promote preventive management measures. He/she can more readily recognize and respond to tenant problems and needs. Management is less likely to be viewed as a bureaucracy "over there" and is more likely to be seen as accountable and responsive. Elliot Twins management has taken advantage of this potential and appears to exhibit all of these positive attributes.

The Elliot Twins on-site manager has fostered significant resident involvement and ownership and has built a strong sense of internal community as well as strong ties to the neighborhood. This has been enhanced through the following kinds of program development and organizing initiatives.

1. A "Survey Committee" was established after a needs survey was conducted throughout Elliot Twins in 1986. This resident committee meets twice a month to make sure resident concerns and needs are being addressed. In the process, resident leadership and involvement have developed. To give examples of activities they have mobilized: keeping a pawn shop out the neighborhood; getting a stop sign placed in a critical intersection; talking with MPHA about concerns with building window units.
2. A resident security program known as "Project Lookout" was developed to bolster security efforts at Elliot Twins. Resident volunteers provide a security watch during critical late night hours on the weekend and at other times as necessary. A volunteer is stationed in each building at a strategic post with a two-way radio. They log activities and stay in touch with each other and with custodial/security staff who happen to be on duty at the time.
3. Close ties have been developed between Elliot Twins, the neighborhood association, local churches, the park board and other neighborhood groups. Two Elliot Twins residents are board members on the neigh-

borhood association, for example. Groups work together in a spirit of mutual aid and support. Elliot Twins has gained respect in the community and is seen as a neighborhood asset; it is no longer perceived as a liability as it often was a few years ago.

Elliot Twins has effectively leveraged other support services. Examples include the following:

1. When a resident becomes a serious threat to himself or others through chemical abuse or as a result of mental health problems, Elliot Twins uses a county program known as Pre-Petition. It is primarily used in instances where imminent danger is implied. With these cases, the individual may be removed from Elliot Twins pending assessment. The tenant is reviewed by medical or other trained staff and a decision is made as to whether or not to commit this person to a treatment center or some other care facility. According to residents and manager John Stumme, the process has worked effectively in some difficult cases; residents often return better able to cope after a few days or weeks. It is also an example of how potential lease terminations and evictions are kept down at Elliot Twins.
2. Elliot Twins does have connections with Augustana Home. Elliot Twins residents are invited to Augustana Home activities such as outings and special events. Elliot Twins residents have access to the Augustana Home van and shuttle bus. Augustana Home provides some volunteer services to Elliot Twins residents as well.
3. The Elliot Twins manager works very closely with the seniors program at the County Detox Center. John Stumme uses them as a referral. They come out and do assessments. They also sponsor an AA group for Elliot Twins residents once a week.
4. John Stumme calls Adult Protection (county) in cases where someone is being abused by another or if someone is neglecting to take care of himself. Adult Protection provides intervention services in these circumstances.
5. The manager also works closely with the social workers of younger residents. Many come from board and care centers and have county social workers assigned to them.

It is important to note that MPHA leverages other support services as well. MPHA social workers and management also use County Detox, Adult Protection, and work with social workers of younger residents. They have also developed an "Adopt-A-Highrise" program wherein corporate sponsors are identified. The corporate sponsors provide volunteer services and host special events for their respective adopted buildings.

V. CONCLUSIONS/LESSONS LEARNED

The cost analysis (Section II) demonstrates that Augustana management costs an additional \$9,776 more per year over costs for MPHA to restore its existing service levels to Elliot Twins. The third section examines other complicating economic factors. Findings for vacancy and turnover rates are discussed; no clear conclusions are drawn concerning cost savings in these two categories. This part of the report does demonstrate lower eviction/lease termination rates for Elliot Twins when compared with all other buildings for the elderly. These lower eviction/lease termination rates represent significant avoided costs. On the other hand, there are costs implied in development and monitoring of the MPHA contract. Cost and economic factors alone do not give clear direction for policy formulation with this demonstration.

In the area of qualitative considerations, Elliot Twins rates highly in the area of fostering a strong sense of resident involvement and ownership, creating community, building bridges with the neighborhood, and supplying or leveraging of social services.

There are clearly policy decisions to be made concerning the role of demonstrations in the overall MPHA/MCDA scheme of things. There are also policy decisions to be made concerning how much the results of this Elliot Twins demonstration are worth to the administration and the community in the future.

It seems appropriate to briefly discuss lessons learned from this demonstration:

1. Having an on-site manager is a critical piece of Elliot Twins success. It is more than simply having an on-site manager, however. The

relative success of any on-site manager is a function of his/her level of commitment, motivation and skill levels.

Using MPHA staffed or privately contracted on-site managers in problem buildings is an option worth further consideration. Another variation might be to upgrade the responsibilities of the MPHA resident caretaker to include more management functions. This seems highly dependent on the abilities and motivations of individual caretakers.

2. There was a great deal of enthusiasm for this demonstration when the contract was drawn up in 1985. Unfortunately, it was not clear how the demonstration was to be evaluated. There was also confusion over roles and responsibilities as the contract unfolded from idea to reality. There is a lesson to be learned about acting on good faith but taking time to be clear about expectations and methods for evaluation.
3. There are clearly policy questions about the role of demonstrations within MCDA/MPHA. There are important union concerns as well as issues of housing authority turf which are implied in discussions about demonstrations which must be taken into account.

It could be argued that the housing authority should have several demonstrations going on at any one time in order to test novel approaches and keep ferment in the system. For example, at any one time there might be a tenant management model, a private management model, an on-site MPHA manager model, and a new security program going on simultaneously. (It should be noted that MPHA is currently experimenting with increased tenant participation in one of its high rises for the elderly.) A particularly strong case could be made for these models being tested with problem buildings or populations. Given the populations filling buildings for the elderly, it seems likely that this kind of experimentation will become more and more necessary in the future.

Directly related to this discussion is a question concerning whether or not MCDA/MPHA should take advantage of special or unique opportunities in specific locations versus maintaining a more standardized management system. It must be decided if there is room for tailored management approaches within the larger MPHA/MCDA management scheme.

ATTACHMENT A

One answer to the vacancy problem developed in the Spring of 1985. On May 13, 1985, the MCDA Board of Commissioners authorized MPHA to begin taking applications from single adults under 62 years of age without handicaps or disabilities. This was a category which previously had been ineligible for units for the elderly. HUD authorized MCDA to rent up to 262 units (out of a total of approximately 5,100 elderly units) to people in this new classification. Nine high-vacancy buildings were targeted to receive these single adults. Elliot Twins was not on this list since negotiations were underway for a private management demonstration.

From May until the end of August, 1985, the MPHA received 739 applications from single adults in this category and filled the HUD quota. During this same time period the overall vacancy rate for housing for the elderly dropped from 10.74 percent to 5.24 percent. A number of the higher vacancy buildings continued to have problems. The vacancy rate at Elliot Twins held constant at over 20 percent into the Fall of 1985.

It should also be noted that there was a significant rise in the number of non-elderly handicapped and disabled in MPHA housing for the elderly beginning in 1984. With HUD's blessing and encouragement, MCDA expanded its definition of the category. The old definition had been quite limited and included only "those who could not walk stairs" (from an interview with Larry Bruckner, MPHA rental administrator). This definition expanded to include a whole host of physical and mental handicaps. The number of residents coming from this category has risen steadily since 1984; this policy certainly contributed to lower vacancy rates. In the summer of 1987, it was reported that over half of the people on public housing waiting lists are in this non-

elderly handicapped category. In 1987, approximately 25-30 percent of MPHA units for the elderly units filled with people in this category (according to Larry Bruckner).

ATTACHMENT B

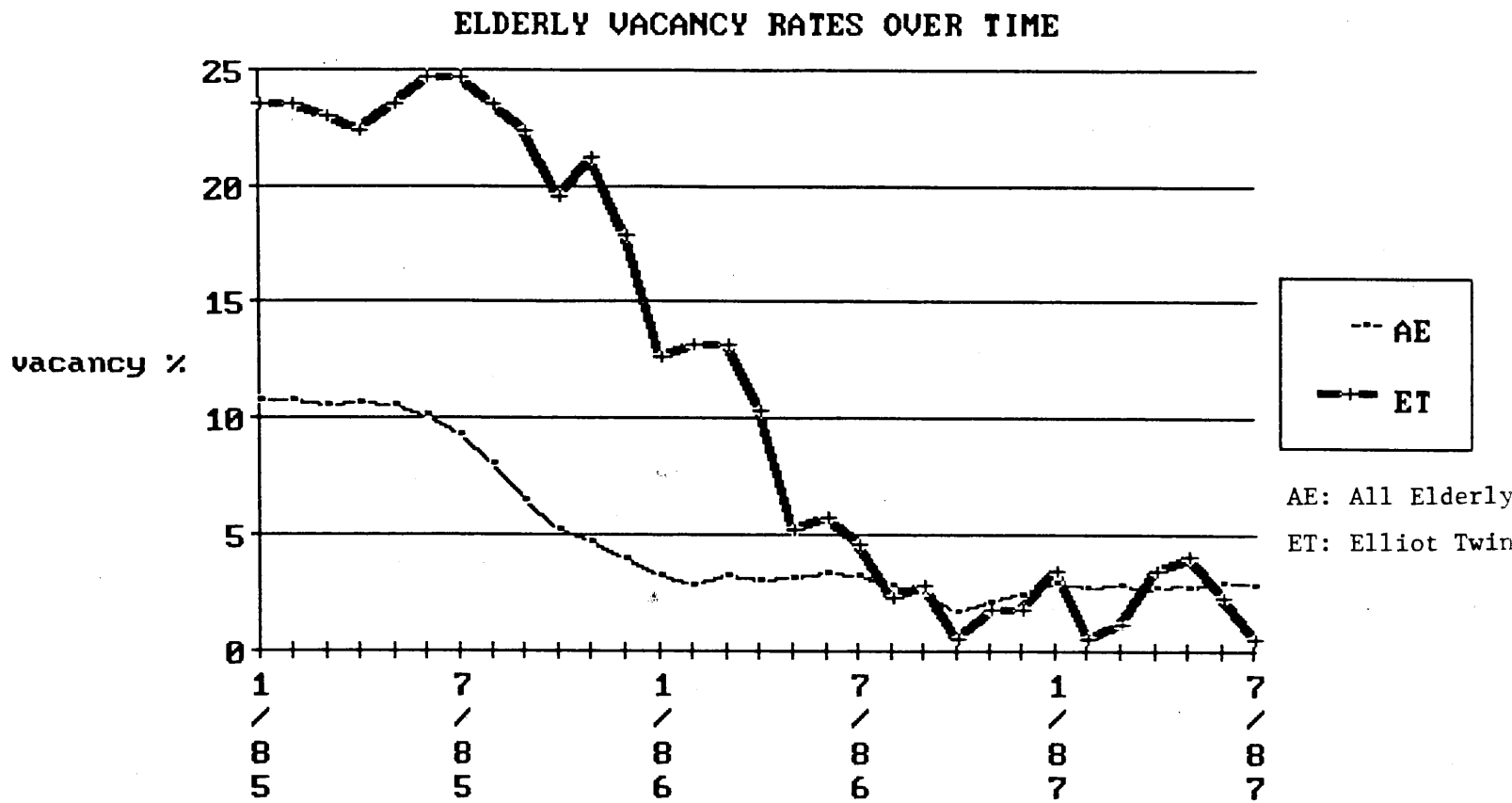
The following is brief overview of how each of the property managers functions day-to-day. MPHA has three direct management teams for all 4,967 elderly housing units. Each team is made up of a section supervisor and a community services specialist. They are non-resident and handle close to 1,700 units per team. The section supervisor acts as manager and the community services specialist is in the role of social worker. The social worker spends considerable time in lease enforcement work. The MPHA system also typically has one resident custodian per building. The resident custodian takes care of minor repairs, readying of units, common area cleaning, keys and other related tasks. Union tradespeople are kept on staff or are hired out for major repairs. Service workers are another classification within the MPHA system; their primary responsibility is groundwork. They are assigned more responsibility at larger buildings where resident custodians typically need more assistance. Security is hired out through Pinkerton Guard Service, the amount of coverage provided per building is dependent upon the relative security problems at a specific building.

The management of Elliot Twins under Augustana Home is structured somewhat differently. There is a resident manager with regular daytime hours. The resident manager functions as property manager, organizer, program developer and coordinator, conflict negotiator and referral agent. He has a maintenance staff person who also keeps regular daytime hours. The maintenance person responds to resident requests and handles light repairs; he also does annual inspections, supervises janitorial staff and calls in work orders to MPHA. The custodial staff doubles as security. They used to provide twenty-four hours a day coverage, seven days a week. Hours were reduced in the 1987

budget cutback. The custodial-security staff does regular cleaning, grounds-work, and responds to security calls. Pay scales are as established in the 1985 contract arrangements and conform to initial HUD wage determinations.

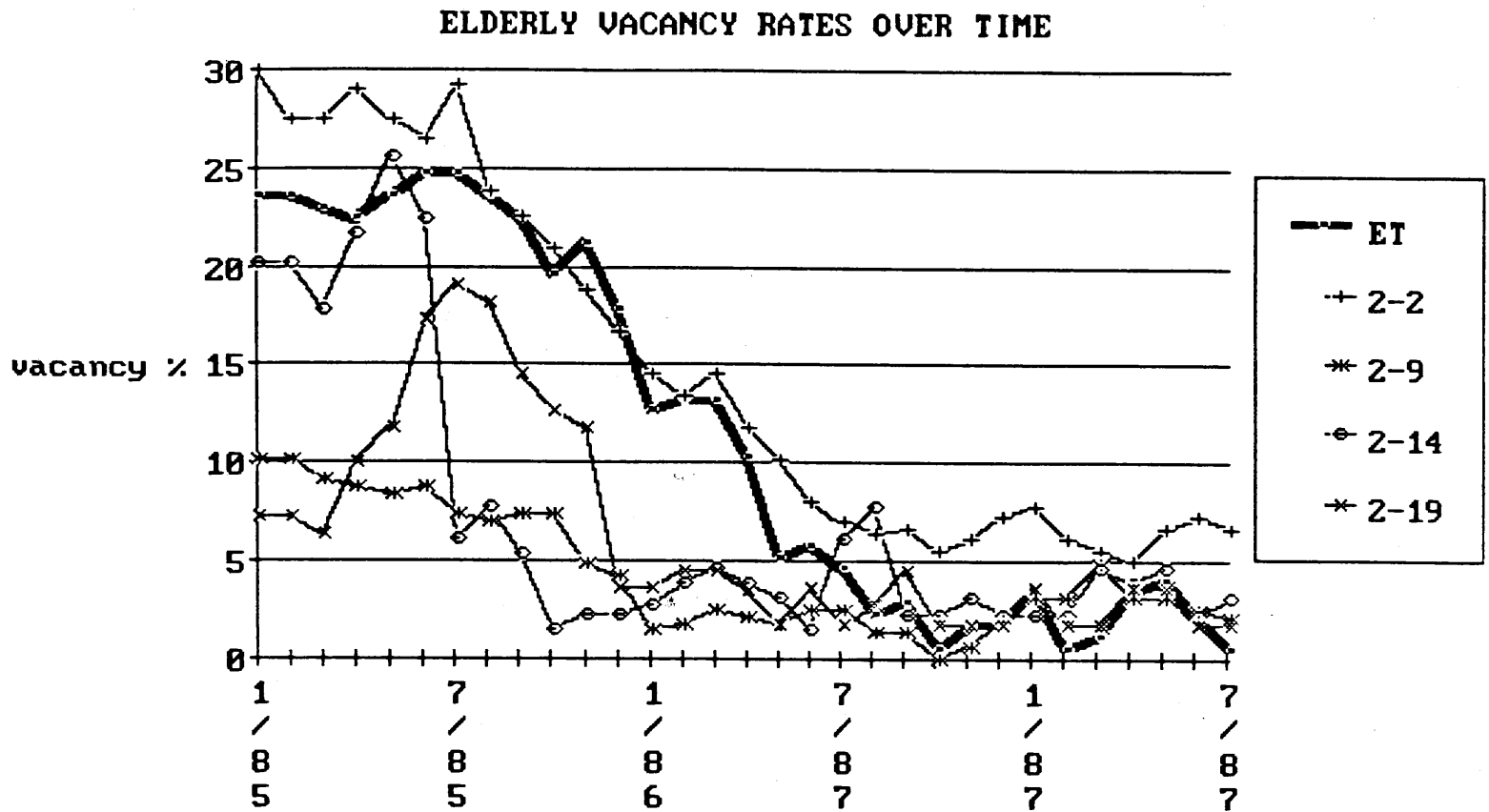
ATTACHMENT C

GRAPH #1



*Augustana Home contract began 11/85.

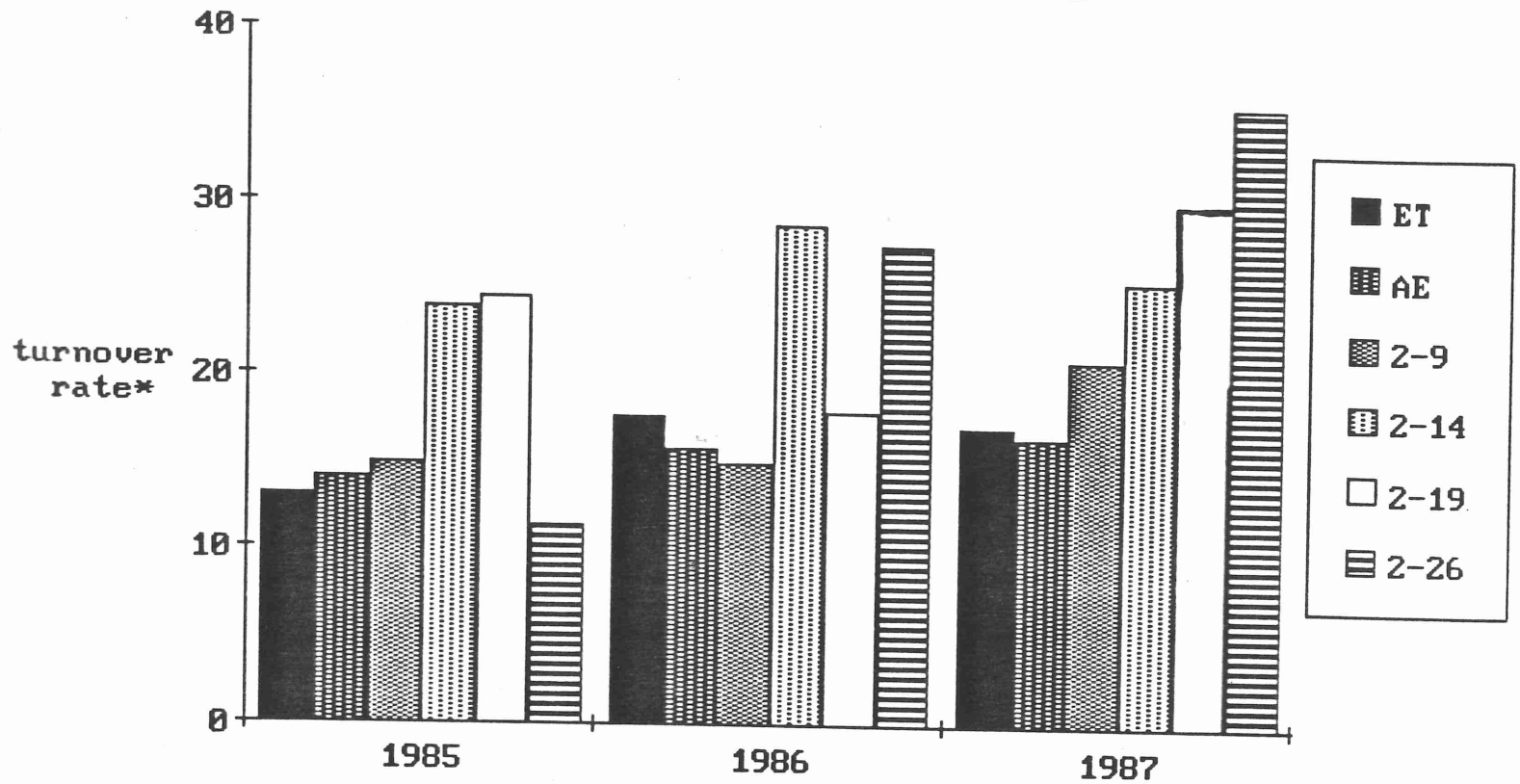
GRAPH #2



Key: ET Elliot Twins
 2-2 Olson, 631 Bryant No.
 2-9 Hiawatha Towers, 1700 E. 22nd St., 2121 16th Ave. So.
 2019 16th Ave. So.
 2-14 Pentagon Apts., 15th Ave. and East 22nd St.
 2-19 1920-4th Ave. So.

GRAPH #3

ELDERLY TURNOVER RATE OVER TIME



*Turnover rate = $\frac{\text{vacates/yr.}}{\text{units in bldg(s).}}$

Key: ET Elliot Twins
 AE All Elderly (MPHA)
 2-9 Hiawatha Towers
 2-14 Pentagon Apts.
 2-19 1920-4th Ave. So.
 2-26 1710 Plymouth

** 2-26 substituted for 2-2 on this graph because of incomplete data for 2-2 on this category.

C2 -- Highest and Lowest Vacancy Buildings

<u>Building</u>	<u>11 Lowest Vacancy Buildings</u>	<u>1979-81 Average</u>	<u>% 1984</u>	<u>% Change 1979-81 to 1984*</u>
2-18B	3755 Snelling Ave. So.	0.0	0.0	0.0
2-32	1717 Washington St., NE	1.9	1.25	-34.2
2-15B	710 2nd Street, NE	1.25	1.5	20.0
2-15C	616 Washington St., NE	4.4	1.5	-65.9
2-36	2121 Minnehaha	2.7	2.0	-25.9
2-33	828 Spring St., NE	1.3	2.5	92.3
2-37	1314 44th Ave. No.	1.1	2.5	92.3
2-21F	1900 3rd St., NE	1.5	3.0	100.0
2-31	Horn Towers	1.0	3.0	200.0
2-17	2728 East Franklin	1.3	3.0	130.8
2-20J	3116 Oliver Ave. No.	2.1	3.0	42.9

<u>Building</u>	<u>11 Highest Vacancy Buildings</u>	<u>% 1979-81 Average</u>	<u>% 1984</u>	<u>% Change 1979-81 to 1984*</u>
2-26	1710 Plymouth Ave. No.	17.7	38.75	118.9
2-2	631 Bryant Av. No.	14.4	24.0	66.7
2-8	Elliot Twins	4.7	23.0	389.4
2-9	Hiawatha Towers	12.7	20.0	57.5
2-14	1415 East 22nd Street	2.2	18.0	718.2
2-25	600 18th Ave. No.	4.75	17.5	268.4
2-19	1920 4th Ave. So.	2.4	14.5	504.2
2-6	Cedar Hi, 1611 S. 6th St.	4.25	10.75	152.9
2-30	630 Cedar	3.0	11.0	266.7
2-24	1707 3rd Ave. So.	2.8	10.25	266.1
2-16	1515 Park Ave. So.	2.6	9.75	275.0

*Percentage vacancy change from a 1979-81 average to 1984 data. The years 1979-81 were combined due to stable vacancy rates. It wasn't until 1982 that vacancy rates began to rapidly increase.

ATTACHMENT E

LIST OF INTERVIEWEES

Greg Bownik, Labor Relations/Compliance Officer, MPHA
Louise Brown, MPHA Commissioner
Larry Bruckner, Rental Administrator, MPHA
Brian Coyle, Councilmember
Ed Goldsmith, Manager of Elderly Services, MPHA
Dorothy Howe, Resident, President-Elect of 1212 Resident Council
Carter Johnson, Building Operations Supervisor, MPHA
Judy Johnson, Social Worker, Senior Resources
Loretta Johnson, Resident, Vice President of 1212 Resident Council
Barbara Lukermann, Humphrey Institute Fellow
Steve Marincel, business representative, American Federation of State, County
and Municipal Employees
Donald McFarland, MPHA Commissioner
Phil McNutt, Resident, President of 1225 Resident Council, EPNI board member
Fred Nimtze, Director of Senior Resources
Dee Otto, Resident, Chair of Survey Committee, EPNI board member
Sam Powers, Budget Analyst, MPHA
John Stumme, Manager, Elliot Twins
Kathy Urbaniak, Administrative Assistant to Public Housing Director
Kir Vohs, Executive Director, Elliot Park Neighborhood, Inc.
T. Williams, Humphrey Institute Fellow, former Director of Public Housing